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ABSTRACT

A general theoretical framework is provided for addressing two issues: (1) What is the meaning of coordination? and (2) How can the Saskatoon Region Community College effect coordination in metropolitan Saskatoon? Following the summary and introduction, the third of seven sections defines terms used in developing the framework. Terms include adult education, articulation, community development, consortium, control, cooperation, and coordination. Section 4 presents selected organizational theories. Section 5 reviews the adult education literature. The sixth section examines the literature on coordination efforts in terms of needs, advantages, problems, structure, roles, operating procedures, functions, finances, and implementation. The final section provides a review of case studies and models. (CSS)

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SASKATOON REGION COMMUNITY COLLEGE

RESEARCH DOCUMENT

MARCH 1978

INTER-INSTITUTIONAL COORDINATION OF ADULT EDUCATION SERVICES IN SASKATOON

PART I - THEORETICAL BACKGROUND AND - REVIEW OF CASE STUDIES

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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1. SUMMARY

The following points have been selected primarily for their relevance to the Saskatoon situation. Each is further elaborated upon in the text of this paper.

1.1 Measures to establish a coordinated inter-institutional administration for adult education agencies are viewed in the literature as the best means of fending off increasing direct government encroachment and control, and thus are an inevitable trend in the development of the education field.

1.2 Coordination is viewed as an optimal midpoint on a continuum between voluntary cooperation and government control.

1.3 Voluntary cooperation in the literature is deemed the best administrative arrangement. But it is unable to handle difficult issues by virtue of it being dependent upon participant consensus regarding the change objectives.

1.4 A realistic configuration is a complimentary model of inter-organization interaction based upon cooperation and coordination, and exchange and power-dependency theory.

1.5 Administrative coordination does not necessarily lead to better service delivery. Ineffectiveness is attributed in the literature to the

politics of entrenched institutional interests and procedures which have developed historically as adult education has fragmented and diversified.

1.6 One institution must initiate coordination in a community.

1.7 Negotiations must take nothing for granted. Operating principles, regulations and obligations must be clearly set down and agreed upon.

1.8 Mandated coordination and consortiums are the most frequently reported form of inter-institutional relationship in the literature.

1.9 It is essential that agency decision-makers are involved in a coordinating body. Planners should also be involved, and advisory councils or subject panels should be used to incorporate other practitioners.

1.10 Commitment on the part of individual agencies and personnel is the key to a successful coordination program.

1.11 Coordinating bodies or agencies should involve a broad cross-section of the community in their activities.

1.12 Coordinating agencies should consolidate their position, the literature recommends, by assuming responsibility for certain specific functions. Otherwise ambiguous relations may develop with other community-based agencies hindering the development of long-term, on-going relationships.

1.13 Inter-institutional relations are affected by intra-institutional characteristics. The effectiveness of coordinating measures is determined largely by personalities. Thus greater emphasis needs to be placed, when developing coordinating structures, on reducing blockages to the boundary spanning behavior of institutional staff, and in developing improved communication skills.

1.14 Coordination is best effected via a 'democratic' leadership strategy as opposed to statutory control.

2. INTRODUCTION

Learning to cooperate at the institutional level is a slow, painful process at best. (26)

2.1 The dynamics of growth and change produce tensions felt by all aspects of society. The exigencies of social change constantly require active problem-solving and decision-making, and the learning of new skills, to ensure the long-term functional viability and participation of individuals,communities and institutions. Co-ordination, which subsumes voluntary cooperation, is a strategy which can be employed to help communities attain specific goals or to assist institutions adapt and expand their resources to meet new demands. As such, coordination is a strategy which can be instrumental in the implementation of adult education activities to meet the challenge of social change.

2.2 The purpose of this research project was addressed to the following questions:

a) What is the meaning of coordination?

b) How can the Saskatoon Region Community College (SRCC) effect coordination in metropolitan Saskatoon?

2.3 This paper will provide the general theoretical framework for future discussions. A second paper will propose a program to evaluate, plan and implement a coordination strategy for adult

education agencies in Saskatoon.

2.4 The research was compiled by utilizing a library search. Journals in management science and public administration provided recent articles and bibliographies on the concept of coordination, as well as related topics. A computerized search of ERIC using descriptors from the literature review produced 293 titles. Approximately 30 per cent of these titles were found to be useable for this research. On the basis of the abstracts a priority list of titles, running chronologically from the most recent back, was compiled. Recent texts produced by adult education authors were also utilized. One useful source of materials not incorporated in this study are the papers and minutes of the United Nations dealing with development administration and the U. N. Administrative Committee on Coordination.

2.5 This paper is concerned with the issue of administrative and program delivery coordination. It does not deal with the issue of coordinating target groups i.e. horizontal and vertical coordination. (23) The models introduced in this study are flexible enough, nevertheless, that this important issue could be considered for inclusion.

3. DEFINITION OF TERMS

3.1 Adult Education.

There are numerous definitions of the term adult education. Widespread agreement on any one definition seems virtually impossible. For the purpose of this paper the term adult education should be understood to denote a process involving both an educational and a community development function. The nature of the target group and the details of the process have different meaning for different countries and agencies. The reader is advised to consult various sources for further elaboration on this term. (16; 19; 20,pp 19-37; 36)

3.2 Articulation

The free access by transferal of students from one form of institution to another. (24)

3.3 Community Development.

"... A process by which a community identifies its needs or objectives, orders (or ranks) them, develops the confidence and will to work at them, finds the resources (internal and/or external) to deal with them, takes action in respect to them, and in so doing extends and develops cooperative and collaborative attitudes and practices in the community." (38,p.243)

3.4 Consortium.

"An arrangement whereby two or more institutions--at least

one of which is an institution of higher education--agree to pursue between or among them a program for strengthening academic programs, improving administration or providing for other special needs." (27,p.1)

3.5 Control.

"The actual governance of institutional units." (25,p.6)

3.6 Cooperation.

"A process of interaction to obtain an issue outcome approved by those who are interacting." (38,p.130)

Since it takes place under issue consensus situations it is voluntary and internal to the interaction. (27)

3.7 Coordination.

"The act of regulating and combining so as to give harmonious results implying some degree of integration, centralization and force." (25,p.6)

4. SELECTED ORGANIZATIONAL THEORY

4.1 "Inter-organizational relations are...a function of intra-organizational characteristics." (28,p.330)

4.2 Increased organizational complexity (the degree of internal specialization) has the greatest positive effect on inter-organizational relations, followed by the lowering of the efficiency rate (amount of resources expended relative to attainment of goals), and the increase of decentralized administration. (28)

4.3 Innovation (flexibility of adapting programs to the environment [adaptiveness] e.g. expansion, modification) is an essential variable for the long-term viability of an organization.

> "Innovation... is a function of the diversity of an organization. Diversity in turn is a function of both the complexity of the task structure and the incentive system." (41,p.198) "As innovation increases an organization requires resources to implement new programs and services, which can be obtained by establishing relationships with other organizations." (28,p.325)

4.4 As complexity increases in an "organizational--set" (a set of roles and relationships involving numerous agencies and a focal organization) decentralization, differentiation and interdependence occur. (6) Formal controls [formalization] are generally established to coordinate joint activities, identify specific goals and increase the availability of services. This results in the improvement of the organizational-sets effectiveness variable (the degree of goal attainment). (28)

4.5 Organizations adopt various strategies for attaining goals and dealing with their environment, i.e. cooperation, conflict or competition for services, clients and economic units.

4.6 Organizations segment their environments and often utilize unique strategies for dealing with each component. (31)

4.7 Two essential action theories can be identified. These are "exchange theory" [1] and "power-dependency" [2].

4.8 In exchange theory, two or more organizations perceive mutual benefits from interacting and develop a relationship based on voluntary agreements. Domain consensus, effective communication, and a positive evaluation of the other organization(s) are important. (13; 31)

4.9 In power-dependency theory an inter-organizational relationship only forms when the motivated party is powerful enough to force or induce the other(s) to interact. (31)

4.10 One form of power-dependency is the "mandated relationship". It is usually intense and asymmetrical, utilizing laws or regulations to specify financial obligations, domains, services, etc. Evaluation of the other organization(s) and staff compatibility are not significant. (13)

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1. Levin, Sol and Paul White. 1961. "Exchange as a Conceptual Framework for the Study of Inter-organizational Relationships", Administrative Science Quarterly, 1961, 5, pp.583-601.

2. Benson, J. Kenneth. 1975. "The Inter-organizational Network as a Political Economy", Administrative Science Quarterly, 20, pp.229-249.

4.11 A second power-dependency is the "standardized" or "formal" relationship. Formal agreements are used to stabilize previous voluntary agreements affecting on-going activity. Interlocking boards or other such structures dealing with new matters and innovations function on more of an exchange basis. (13)

4.12 A high frequency of interaction in inter-organizational relationships can be attributed to the successful nourishment and satisfaction of organizational self-interest.

4.13 Most inter-organizational relationships tend to be either mandated or formal. (13)

4.14 Insight into the "boundary spanning behavior" of employees can be acquired from group dynamics principles and theories of management science. Decentralization of decision-making and innovativeness in an organization promote boundary spanning activity, which in turn promotes voluntary inter-organizational relationships.

5. REVIEW OF ADULT EDUCATION LITERATURE

5.1 Cooperation can be categorized as a "purposive change strategy". Purposive change is an action-oriented social intervention technique designed to bring about a specific desired objective or set of objectives. Three basic target levels (collectivities) have been the focus of this strategy--formal organizations, communities and society. (38)

5.2 Analysis of formal organization change is decisive.

> "Most major social change goals... include or presuppose major change in organizations... Most of what is considered in the community change literature as community change is really, on closer examination, simply organizational change." (38,pp.6-7)

5.3 Much of community change literature is devoted to the structure of relationship webs, interchanges and coalitions--namely, inter-organizational relations or coordination--which exist within the three collectivities.

5.4 Community change literature has also stressed the need to utilize coordinated or "integrated" approaches to orchestrate the planning and delivery of services by various governmental ministries and agencies, especially those engaged in rural and community development activity. (4)

5.5 It should not be automatically construed that some form of administrative integration or coordination necessarily leads to improved

delivery of services. The issue should be regarded as a political problem equally effecting continuing adult education and community development agencies.

5.6 "The roots of the problem of fragmentation appear to lie in the pluralistic politics of entrenched interests with historically separate training and socialization and well established traditions of functional autonomy. This pattern of disjointed delivery is reinforced by a fragmentation of funding and authority at all levels...." (30,p.268)

5.7 Pluralism has become a natural feature of adult education producing many positive benefits. It has, however, several shortcomings:

a) resources tend to be dissipated;

b) divisions among institutions or groups may be created or magnified;

c) inequities and inequalities of access to education may be accentuated;

d) institutional services may develop overlaps and omissions;

e) gross inefficiency may result. (18)

5.8 Devolution of adult education control to the local level in many nations has resulted in some administrative confusion. (20)

5.9 Measures to initiate the effective coordination of adult education activities at national and local levels are on the increase. This activity has been inspired by international, governmental and non-governmental agencies, as well as by professional adult educators. (20; 36)

5.10 The time is fast approaching when adult education organizations and agencies will enter a phase of maturity in which all the resources available to them are fully utilized and their services are perennially delivered by established patterns. New organizational configurations are generally the solution adopted by the private business sector in order to avoid institutional stagnation, obsolescence and decline. (15)

5.11 Coordination is considered to be an optimal administrative configuration capable of promoting decentralized decision-making and institutional innovation. Coordination can facilitate economization by reducing the duplication of services, and can improve the allocation of aggregated resources, thus enhancing the effectiveness of adult education agencies. (38)

5.12 The degree of duplication or overlap between two or more agencies concerning the delivery of instructional services can be established by utilizing an analytical framework. (19; 24) Resolving the overlap, however, without some form of on-going inter-organizational communication/administration system is difficult.

"The local organization of adult education is absolutely essential." (20,p.169)

5.13 There are three major methods for achieving purposive or desired change in inter-organizational relationships:

a) "Voluntary joint efforts seen by each participating organization as being in its own interest."

b) "Efforts undertaken on the basis of inducements or side payments, which change the costs and benefits to the organizations in such a way that the benefits to each organization of the changed relationships and activities, plus the side payments, exceed the costs to the organization of the change involved."

c) "Coercion, either through legal regulation or through a direct line authority, or through negative sanctions that constitute threats to the viability factors of those organizations unwilling to participate." (38,p.197)

5.14 Adult educators and adult education literature generally favour voluntary cooperation. (18; 20)

5.15 Voluntary cooperation is inherently weak, however, since collaboration is only possible when a consensus regarding the change objective exists. Organizations act rationally in their own self-interest. They --

a) seek their own continued viability;

b) seek to enhance or maintain their domains;

c) seek to stabilize their relationships to the environment so as to ensure necessary inputs;

d) choose goals which serve their own interests and tend to work only on these goals;

e) are restricted by their own historical-structural development.

When an organization sees a net disadvantage to itself in a proposal, it is unlikely that persuasion can succeed. (38)

5.16 In conclusion "no organization will willingly cut its own throat on the basis of some alleged common good." (38,p.198)

5.17 Either coercion or inducement are felt to be the best means of resolving the voluntary cooperation impasse. This is consistent with the "progression theory" of Robert Berdahl[1] which identifies a three stage typology of voluntary cooperation, coordination and consolidated control. Each stage succeeds the last in an effort to foster more effective, efficient programming. (24)

5.18 Statutory, regulated or mandated coordination measures carried out by governing boards are felt by John Lowe to

> "have already proven their worth and seem to be an ideal instrument for exercising control and coordination. ... The necessary conclusion is that a national scheme of coordination has to be backed up by local schemes of coordination enforceable by law." (20,pp.168-169)

5.19 "This involves the establishment of routines or rules which constrain the action of each unit or position into the path consistent with those taken by other in the interdependent relationship." (24,p.47)

5.20 Invariably enabling legislation does not suggest how much coordination or control the board, consortium or agency should implement. Nor is it clearly specified which function is to be exercised in what manner. (24)

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1. Berdahl, Robert. 1971. Statewide Coordination of Higher Learning, American Council of Education.

5.21 Cyril Houle has developed a typology based upon the number of organizations involved in an interdependent relationship:

a) unilateral, whereby one institution undertakes to support others in the delivery of several services;

b) bilateral relationships attempt to reach programming harmony, usually on a voluntary basis;

c) multilateral relationships are ordinarily managed by a special agency or board and require a more formalized relationship. (16)

5.22 For coordination to succeed each constituent agency must "invest" the resources it would otherwise administer itself into the coordinated programme. Top level administrators must be involved since only they can properly interpret the policy of their agencies and commit the resources necessary to make coordination succeed. Invariably "questions of administration both precede and accompany (coordinated) programme planning." (16,p.126)

5.23 Three important "caveats" need to be raised.

a) Coordinating mechanisms can easily lead to stagnation and a maintenance of the status quo. The object should be to increase the viability of all the constituent organizations and to improve the delivery of services to the clientele.

b) Coordinating bodies should be comprised of activists--both lay and professional--"and not representatives appointed or elected for purely political or honorific purposes".

c) "Coordinating bodies are likely to be ineffective unless they control funds and wield some executive power." (20,pp.170-171) [1]

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1. Some authors feel, however, that coordinating bodies should only have power to make recommendations.

6. COORDINATION OF ADULT EDUCATION AGENCIES--AN OVERVIEW

6.1 Need for Coordination

There are numerous drives motivating the creation of coordinating inter-institutional arrangements for the administration of adult education.

a) A rapid growth in the number of institutions providing service which has resulted in mis-information about the services offered and a misunderstanding of their roles. (22; 27; 33; 40)

b) Pluralism has resulted in the costly duplication and overlap of many programs. (12; 10; 24; 24; 33; 34; 40)

c) Financial cutbacks and the pressure of public accountability. (24; 27; 32)

d) Demand for innovation and experimentation places strains on research facilities and the need for specialized personnel. (27)

e) The value of overall long-term planning has been recognized by government. (32; 34)

f) An increasing demand from clientele for flexibility and articulation. (24)

g) Greater access to resources in program planning in order to meet new community needs. (25)

h) Effective program planning requires more extensive data collection than has occurred in the past. (27; 33)

6.2 Advantages of Coordination

Inter-institutional coordination of adult education programming has been demonstrated in practice to:

a) promote greater access to and sharing of resources; (8; 40)

b) demonstrate efficiency and effectiveness in the use of the tax dollar; (8; 27; 40)

c) expand the services, especially educational, available to adults in the community; (1; 27; 40)

d) improve the supervision and evaluation of programs; (40)

e) assist greatly in disseminating information to agencies and the community to promote programs; (40)

f) facilitate greater access to programs and services for "hard-to-reach" clientele; (8)

g) permit the "piggy-backing" of funding; (8)

h) stimulate and support program experimentation; (27)

i) improve the process of interagency communication, of group planning and group problem-solving. (1)

6.3 Problems Associated with Coordination

a) The greatest problem is to achieve common objectives without destroying institutional initiative, flexibility, diversity and innovation. (11; 27; 34)

b) Reports that central agencies standardize in negative ways are greatly exaggerated. (11)

c) "To serve effectively consortium (and other coordinating bodies) must constantly guard against becoming too bureaucratic." (27,p.9)

d) Enabling legislation is often deficient, failing to define the term coordination clearly, to specify by what structure and means coordination is to be implemented, to state what roles and functions are deemed essential, and to provide a means of enforcement. (10; 24)

e) One major source of problems hindering the implementation of effective coordination, as well as cooperation, is personality clashes. These can be attributed to interpersonal conflict, a reticence to assume more work, and a hostility toward new clientele. (7)

f) "Fear and misunderstanding appear to be the root causes" of breakdowns in coordination arrangements. (7)

g) Problems arise when staff from two coordinating agencies engaged in the same project attempt to equate their different salaries, job classifications and responsiblities. (7)

h) Differences in the funding bases of coordinating agencies tend to inhibit their relationship. Efforts need to be based upon the funding constraints by attempting to understand and overcome them. (7; 8)

i) Prolonged disagreement or inactivity on the part of coordinating agencies has generally resulted in state consolidated control being imposed. (11)

j) Major differences in organizational structure and policy inhibit coordination. (8)

k) "While adult education is often vaunted to be especially and explicitly designed for encouraging personal growth, its character historically throws its change agent role into some question.... Each effort has been designed to alleviate a problem which interfered with the maintenance of tradition." (8,p.22)

l) The heavy reliance on volunteer staff by many agencies may restrict the degree of interstaff contact as voluntary staff time is often limited and new coordinating functions may detract from their primary service role. (8)

m) While the literature suggests that decision-makers should be involved on a coordination body, administrators may be too overworked to give the body the attention and direction it requires. They may not necessarily be familiar enough with all aspects of their programs and may not be innovative enough to make the coordinating body an effective vehicle. (27)

n) Sustaining a spirit of volunteerism within a coordinating structure is a major task. (26)

6.4 Structural Considerations

6.4.1 Non-statutory inter-organizational activities, generally referred to as "voluntary cooperation", are felt to have several advantages:

a) They are more flexible, imaginative, creative and experimental.

b) Since government sanction is not required, they have greater freedom of association.

c) It is easier to include both public and private institutions and to encourage pluralism in a manageable format.

d) They can acquire some advantages of a larger size while retaining some functional independence and individual agency autonomy.

e) Participation on the basis of need and desire can result in broader, more creative decision-making. (11; 27)

6.4.2 Disadvantages of voluntary cooperation have been cited in section 5.15.

6.4.3 Coordination is felt to follow better from an optimal leadership pattern than by enforcing control. (40)

6.4.4 There are two approaches to exercising leadership in a coordination venture: centralized or decentralized administration.

6.4.5 Centralized coordination structures include various consortium models and the specialist adult education agency. Arguments supporting this structure include the following:

a) Inter-institutional coordination merits professional fulltime leadership to develop more effective and efficient expertise.

b) Resources located in a "neutral" agency will be utilized more fully by the community.

c) Central staff can better ensure equitable sharing if one institution exceeds available resources.

d) Central administration is more effective and economical.

e) Central administration can better ensure that planning and follow-ups are carried out.

f) A neutral staff promoting coordination and cooperation enhances institutional moral.

6.4.6 Decentralized administration in which a small central office staff provide services to the member agencies, leaving the leadership function to agency representatives, is also workable. Specialized services are located in various organizations and are made accessible via a coordinated planning request mechanism. Arguments favouring this approach include the following:

a) It makes fuller use of available resources and expertise in community institutions.

b) By placing the onus on coordination within member organizations, mutual adjustment can be better encouraged.

c) It is possible to take better advantage of individual initiative and innovation.

d) Operating costs for coordination can sometimes be more easily borne by cost-sharing among member institutions. (27)

6.4.7 Institutional autonomy becomes an important issue in coordination activities. It promotes the development of institutional integrity and morale, and maintenances institutional identity. However, the unilateral action of one agency cannot be permitted to detract from the autonomy of others unless the change objective is approved by group consensus. (3)

6.4.8 Coordination should be viewed as "done with" and not "done to" a set of institutions. (3)

6.4.9 Kurt Lewin's concept of "quasi-stationary social equalibria" [1] is a useful analytical tool. Coordination cannot be successful if it is imposed on staff. Methods for reducing barriers to boundary expanding activity must be considered and initiated. (34)

6.4.10 "Interagency confidence must be built and supported by the decision-makers.... The involvement of the decision-makers is the key to interagency coordination." (7,pp.66 & 68)
Limiting factors appear in 6.3 (m), above.

6.4.11 Advisory boards, councils and topic panels can play an important role as both consultant and work groups. This format can give agency staff, City Council and municipal departments and lay community representatives input viability. Their functions should be well defined. (7; 40)

6.4.12 "A steering committee, composed of one representative of each institutional member, should be appointed to finalize agendas, determine institutional positions and serve as a communication link between institutions." (21,p.27)

6.4.13 The composition of coordinating bodies and advisory councils should be set and determined by local officials to satisfy local conditions. (21)

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1. Lewin, Kurt. 1947
"Group Decision and Social Change", inT.M. Newcomb and E.L. Hartley (eds.), Readings in Social Psychology, New York: Holt, Rinehart and Winston.

6.5 Roles

Coordinating bodies can be expected to provide the following:

a) leadership;

b) administration;

c) enforcement;

d) consultation;

e) specialized services; (39)

f) planning and financial assistance.

6.6 Operating Procedures

Two approaches to improving the erratic track record of coordinating bodies have been initiated to date. One has been to examine the objective setting and attainment procedures of the body. Performance-based criteria are then established in order to carry out the defined functions. The second approach examines the interpersonal human relations skills of the group in a task-oriented setting. The premise for this latter approach is that "research has shown that the effectiveness of small groups require more than a legal decree to assure that the coordinating (body) will function properly." (10,p.7; 21)

6.6.1 "Organizational effectiveness is illustrated by:

a) "Setting and circulating an annual calendar of meeting dates and places.

b) "Preparing and distributing agendas well in advance of meetings.

c) "Promptly preparing and circulating minutes of meetings.

d) "Hold meetings at regular intervals.

e) "As a means of institutionalizing organizational effectiveness, written operating procedures and regulations, including by-laws, should be prepared and adopted by councils.

f) "Developing coordinating councils should use (diagnostic tools) as a means of formulating their stated goals, philosophy and operating procedures....

g) "In order to avoid binding member institutions, council decisions should be made by consensus or by a unanimous vote rather than a majority vote.

h) "Minutes of council meetings should be sent to (all interested and affected parties).

i) "The councils should.... make recommendations to appropriate divisions of (the Department of Continuing Education).

j) "(The Department of Continuing Education) should provide leadership to councils.

k) "(The Department of Continuing Education) should be called in to arbitrate stalemates occuring in the councils." (21,pp.26-27)

6.6.2 Research has shown that the size of a coordinating council does not directly determine its effectiveness i.e. small bodies do not by virtue of their size function better. The most effective councils make greater use of theoretical principles in planning and decision-making. (10)

6.6.3 Other considerations for the successful operation of inter-institutional coordinating bodies include the following: (10)

a) Give each central council or consortium meeting a special topic to focus on to raise member interest and increase the educational transaction (e.g. Canadian Council on Rural Development).

b) Utilize periodic social functions to build a greater sense of group harmony and to facilitate informal communication.

c) Have clear-cut goals and objectives.

d) Plan continuously, follow-through on decisions and issue progress reports.

e) Balance the membership from the region.

f) Elicit the support and participation of top-level administrators and agency national headquarters when the local office is a regional branch.

g) Include middle-level program administrators.

h) Involve industrial and business leaders to complement the public and adult education sectors.

i) Rotate meeting sites, if possible.

j) Attempt to effectively meet controversial issues head on rather than side-stepping and allowing them to fester.

k) Reports to the council on major program areas should be included on a regular basis.

l) Meetings should be open to the public and agency board members should be invited.

m) A fulltime secretariate is required.

n) Members should have a desire to learn about and contribute to adult education community programming. The secretariate should initiate programs to build member awareness and understanding of issues and how these relate to the goals and objectives of the council or agency.

o) Funds should only be released and support provided when an organization's representatives have satisfied the requirements of the council.

p) Small group and committee theory should be implemented as much as possible.

6.7 Functions

Whether a coordination system is centralized or decentralized there are certain functions which should be carried out. The literature suggests that centralized consortiums and coordinating agencies should consolidate their positions and ensure constant coordination by assuming specific functions in the community. These functions should be carried out on a cooperative basis wherever possible.

a) Prepare one and five-year ("rolling reform") planning documents. (21)

b) Assume responsibility for articulation agreements for formal courses. (9; 21)

c) Promote the optimal utilization of resources by facilitating interchanges and sharing. (21; 33; 40)

d) Recommend and administer cooperative staff development training programs and workshops for area personnel. (7; 9; 18; 21)

e) Establish a data bank and carry out general and specific needs assessments. (9; 33; 40)

f) Assist member agencies and community groups in all aspects of adult education planning. (9; 18; 40)

g) Provide information for and assistance in evaluation of programs, including extensive follow-up studies. (7; 10; 33)

h) Provide and assist in analysis of job performance requirements to facilitate curriculum development, to identify target populations and their characteristics, and to provide data on local and regional manpower needs. (33)

i) Identify government and non-government funding sources, establish criteria for disbursing funds, and adopt a procedure for recommending community agencies and programs for financial support. (9; 10; 21)

j) Provide a public relations service and printing graphics/audio visual facilities for all member agencies and community groups, or coordinate access to same. (7; 10; 18; 40)

k) Develop a systems approach for decision-making and problem-solving to facilitate coordination functions. (10; 33)

l) Provide a resource linkage for and carry out research and experimental projects of interest to member institutions, and conduct futures-oriented workshops. (10; 20; 33)

m) Conduct collective lobbying with representatives of the legislature and keep government informed of the coordination activity on-going in the community. (7; 10; 12; 20; 33)

n) Act as a clearing house to diffuse information on adult education practices and establish a professional library and documentation centre at an appropriate location in the community. (7; 20; 33)

o) Pass decisions on administrative or procedural matters, but act solely as a recommending body with no policy decision-making ability. (21)

p) Rationalize member agency boundaries. (2)

q) Operate a general guidance and information program to direct adults to educational services of interest to them.

6.8 Financial Arrangements

a) Financial responsiblity should remain in the hands of autonomous boards or agencies, with the coordinating body responsible for making recommendations where applicable. (21)

b) Coordinated planning, program delivery and training can be facilitated if agencies can coordinate and rationalize their financial procedures. This can help save money at various levels.

c) "Piggy-back" funding, whereby one agency can finance an activity until reimbursements can be distributed to participating institutions, can facilitate more responsive and creative community educational and developmental programming. (7; 17)

d) A coordinating body should assist community programs and member institutions obtain external funding grants and should establish a procedure for carrying out this function (see 6.6.4 (i)).

6.9 Considerations for Implementation

There are some general principles and guidelines which adult educators should be cognizant of when undertaking coordinating activities. There are also some basic steps which appear in the literature.

a) "Cooperation depends upon sensitivity, diplomacy and mutual understanding." (7)

b) Take nothing for granted. Negotiate until all parties can agree to the solutions.

c) One institution must initiate coordination. (7)

d) Interview a number of institution and agency administrators to determine their specific needs. Continue this at regular intervals once the project is started. (7)

e) Conduct a general broad assessment of adult and community needs. (7; 33)

f) Establish relationships during this phase and disseminate the available data. (33)

g) The initiating institution should hold a series of community planning meetings and workshops involving various staff levels and community members. (7; 33)

h) Form a working group to design the coordinating structure.

i) A coordinating body or agency with clearly established goals, objectives, functions and relationships both within the community and with organizations external to the community would be established.

j) A small region which makes joint planning and staff interaction on an informal basis possible is optimal. (2; 17)

k) Interagency staff tours and visits should be encouraged.

l) Advisory bodies and subject groups should be established with clear defined functions. (7)

m) Orientation workshops to develop staff skills and new perspectives for coordination, to solve foreseeable problems and to achieve consensus among central body members concerning the goals and objectives of coordination, should be carried out. (7)

n) Cooperative funding programs and agreements for inter-institutional procedures like supervision, training, evaluation and resource sharing, should be finalized. (40)

o) Initially, basic coordination arrangements should achieve as much success as possible and benefit a broad cross-section of the member agencies. Gradually new programs which will meet the needs of a minority, as well as experimental projects, can be introduced. (27)

p) "The functions delegated to.... coordinating councils can best be achieved under conditions that will encourage its members to recommend and initiate programs based on the needs of the community." (10,p.39)

q) Dysfunctional conflict should be avoided. Conflict in a coordination system is inevitable and is usually a good barometer

of the health of individual agency autonomy. It can help to define boundaries and to initiate a searching behavior for solutions to problems. (27; 34)

7. A SELECT REVIEW OF CASE STUDIES AND MODELS

7.1 The number of coordinating systems for adult education has burgeoned in the United States since the Sixties. In 1975, 42 of the 50 states reported state-level coordinating responsibility for the delivery of adult education services. Inter-institution coordination arrangements at the junior and community college level have been increasing at the rate of 12 per cent per annum since 1970. (25; 26)

7.2 The composition of coordinating bodies has been shifting. In 1970 75 per cent of the membership was drawn from private institutions. By 1975 the degree of participation by public institutions had increased to 40 per cent. (25)

7.3 The threat of externally imposed coordination has been a major impetus for internal voluntary cooperation. Increasing state government pressure for improvement of adult education delivery services has nevertheless made it essential to develop complimentary systems whereby statutory coordination sustains a spirit of voluntary cooperation.

7.4 The "common market" model is "a method of delivering services through contractual agreements with other agencies". Instructional services are purchased from private post-secondary agencies. This method can increase public access to courses, help to control costs to the user and generate courses to satisfy new demand. It is considered to be a weak form of coordination lacking a communication network

for joint decision-making, a commitment to mutual adjustment and joint long-term planning mechanisms. (14)

7.5 "Consortia" arrangements are a more formalized inter-institutional arrangement. As noted in section 6 the distinction between "centralized" consortia and coordinating agencies is a subtle one. They have been used in Virginia and Illinois to combine public and private institutional activities. Supporting state legislation in Illinois permits cross-state boundary consortia to receive full state funding, thus promoting greater institutional articulation, innovation and deployment of available resources. (26)

7.6 Figure 7.1 shows the structure of an Illinois college consortium. It is a "decentralized" structure employing a director who was hired from outside the agencies. All other personnel, except for the student assistants, are existing employees of Rock Valley College, Highland Community College, Kishwaukee Community College and North Illinois University. The advisory councils comprised of lay users and representatives of other regional adult education agencies, were chosen by the consortium level they report to. Service duplications were identified and listed, a comprehensive needs assessment survey conducted and new programs were developed at appropriately identified agencies. (17)

7.7 A project developed in New Haven, Connecticut demonstrates the utility of establishing a specialized "coordinating agency". More than 50 public and private organizations, institutions and agencies within a 30 minute radius of New Haven offered a myriad number of adult education services ranging from credit courses to community action. The structure of the agency model can be seen in Figure 7.2.

7.8 A small central staff of professionals was hired. They rely on input from the Adult Education Council for direction and to provide grass-roots involvement. The agency serves as a "one-stop" information and consultation service for member agencies. It performs the following functions:

a) serves as a catalyst for problem-solving leading to a futures orientation;

b) consults and advises adult education clients;

c) serves as a process facilitation for problem-solving by helping clients to recognize and define needs, diagnose problems and set objectives, acquire relevant resources, select and create solutions, and implement and evaluate solutions;

d) provides a resource linkage for economic, social and educational research by providing a data base and a team research organization. (33)

7.9 "Coordinating councils" are perhaps the most popular method of regulating inter-institutional relationships. Studies have demonstrated there is unfortunately a wide diversity of effectiveness. Various steps can be taken to "tighten up" council operations. A project conducted by Joe D. Mills, et al (21) is one such attempt.

7.10 Figures 7.3 and 7.4 show the sub-structures and associated functions of Florida's Broward Coordinating Council. In section 6 numerous principles and steps for the improved operation and implementation of bodies such as coordinating councils were elaborated.

7.11 "Lay coordinating boards" were implemented in various states during the Sixties to oversee the operations of various institutional governing boards in specific state regions. They were given powers of budgeting, planning and research, a key step to ensure their effectiveness. Nevertheless, a lack of clarity in the enabling legislation has made rationalization of service delivery difficult. (34)

Figure 7.1

Illinois Junior College Consortium

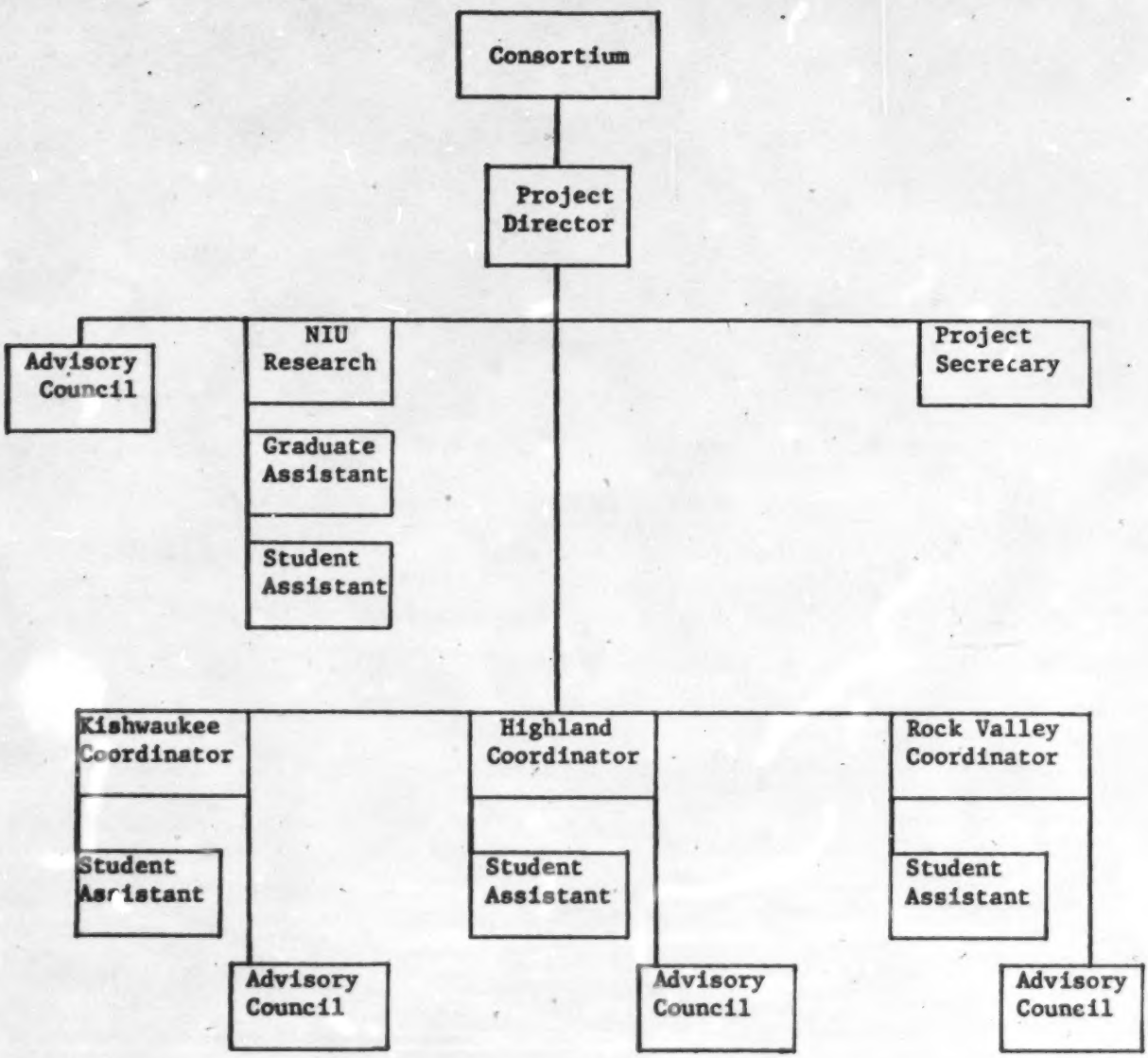


Figure 7.2

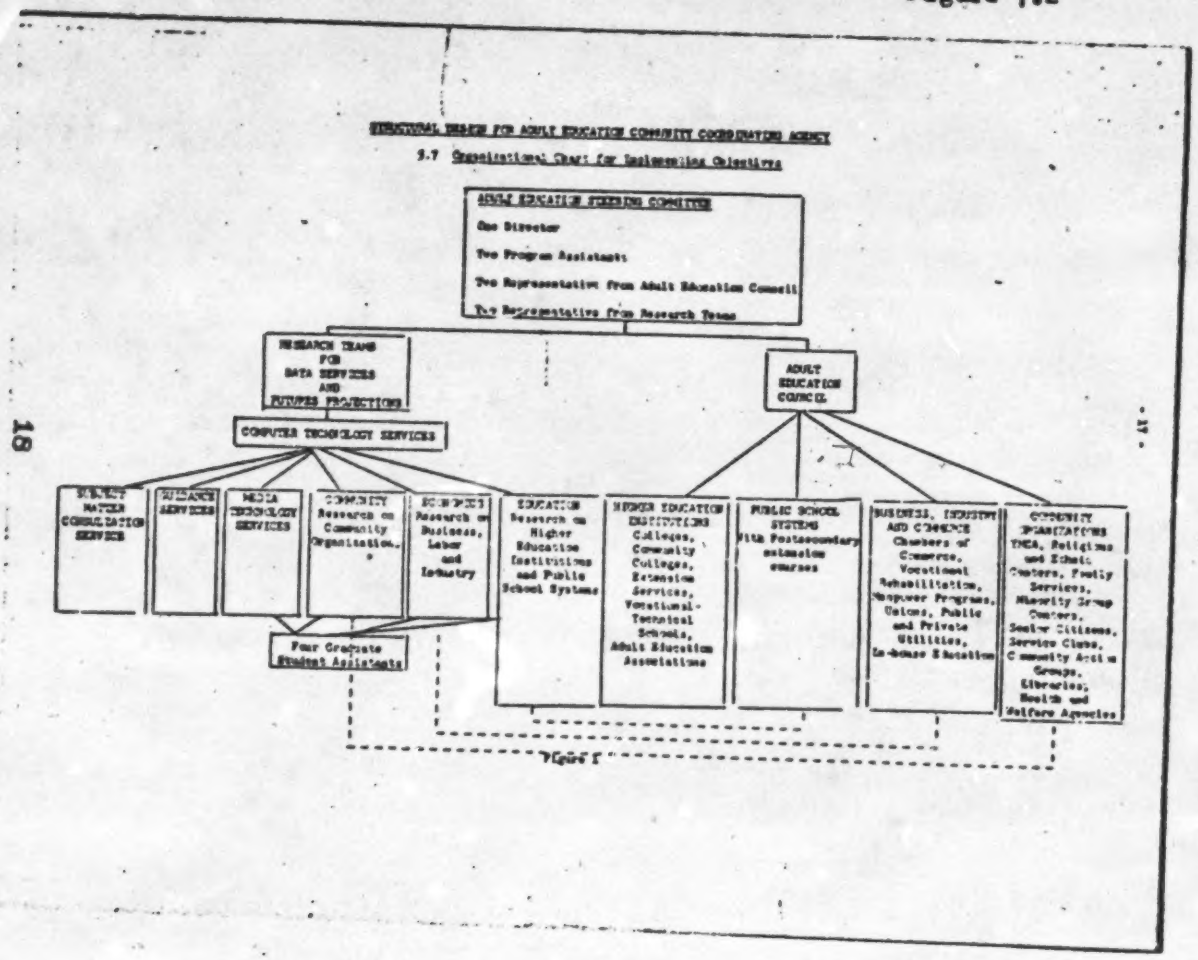

ADULT EDUCATION STEERING COMMITTEE
One Director
Two Program Assistants
Two Representative from Adult Education Council
Two Representative from Research Teams
RESEARCH TEAMS FOR DATA SERVICES AND FUTURES PROJECTIONS
ADULT EDUCATION COUNCIL
COMPUTER TECHNOLOGY SERVICES
Four Graduate Student Assistants
EDUCATION
Research on Higher Education Institutions and Public School Systems
HIGHER EDUCATION INSTITUTIONS
Colleges, Community Colleges, Extension Services, Vocational-Technical Schools, Adult Education Associations
PUBLIC SCHOOL SYSTEMS
With Postsecondary extension courses
Chambers of Commerce, Vocational Rehabilitation, Manpower Programs, Unions, Public and Private Utilities,
COMMUNITY ORGANIZATIONS
YMCA, Religious and Ethnic Centers, Youth Services, Minority Group Centers, Senior Citizens, Service Clubs, Community Action Groups, Libraries, Health and Welfare Agencies

Figure 7.3

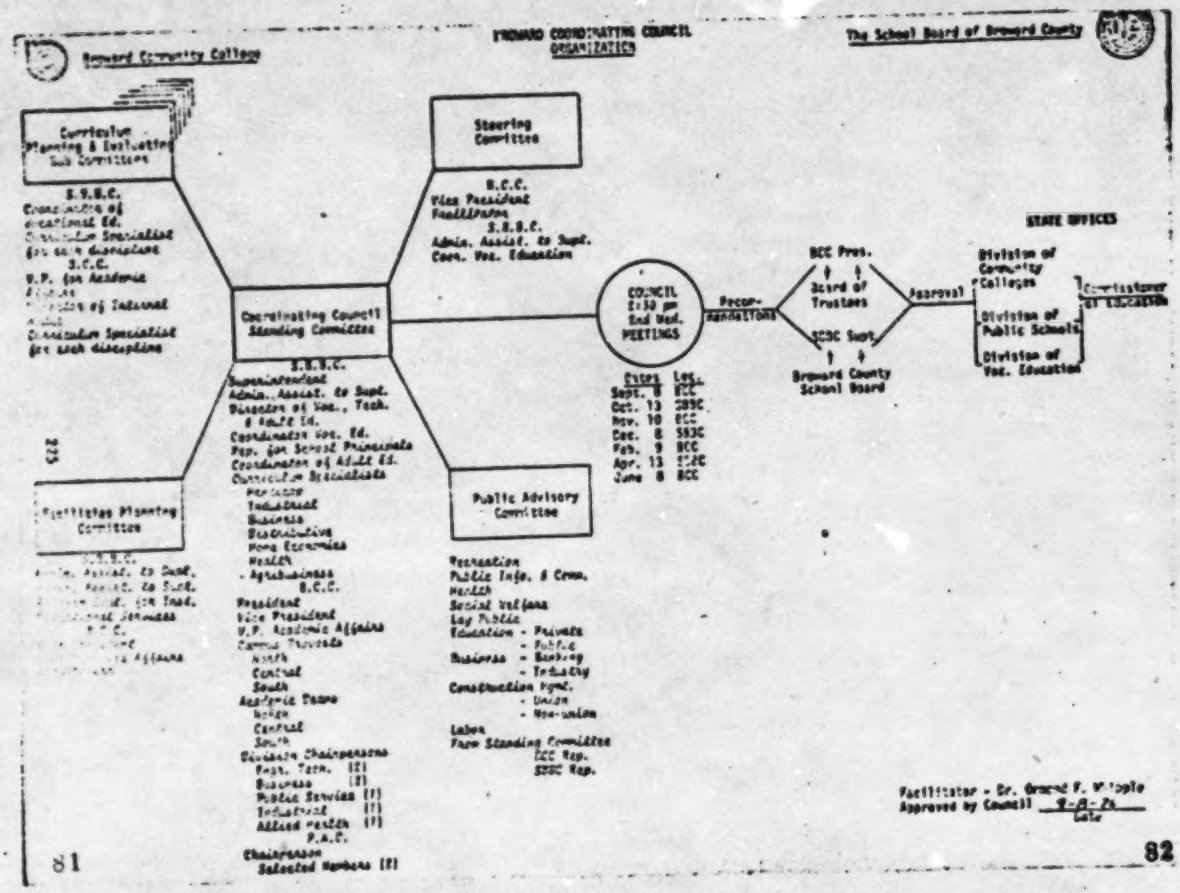
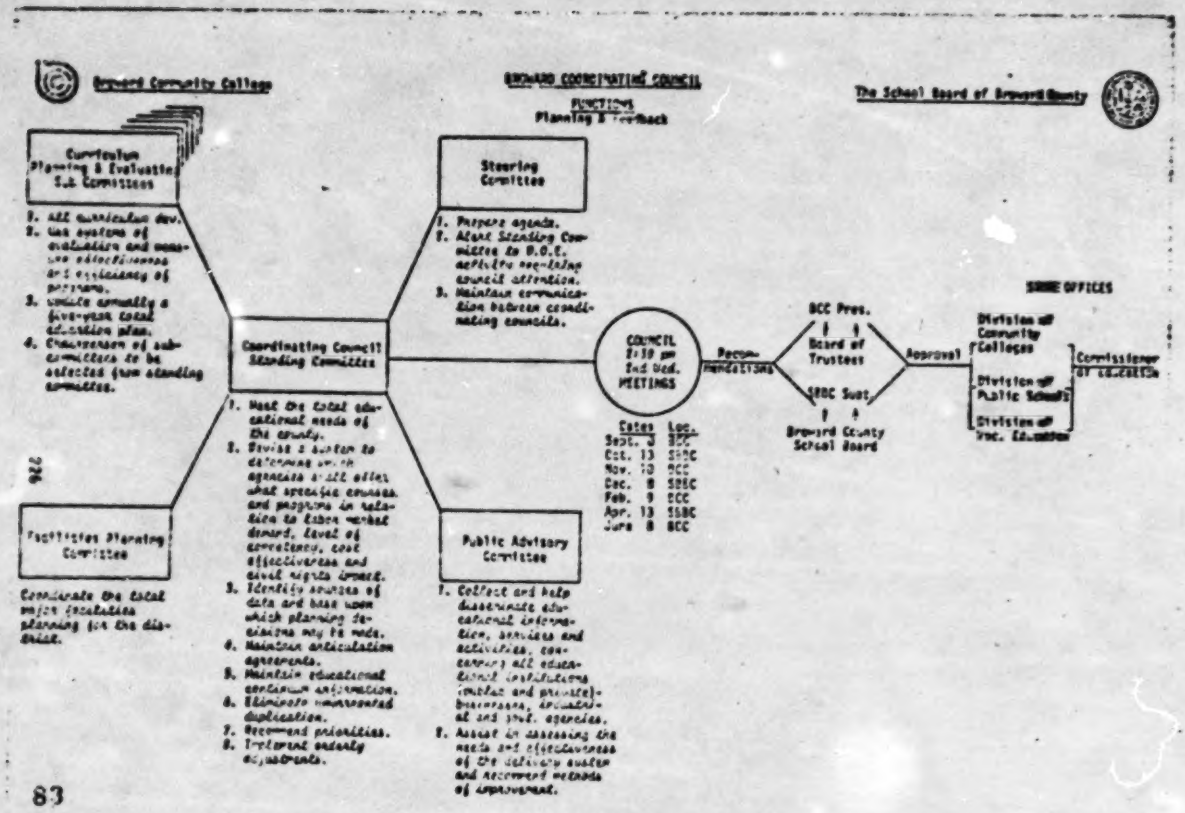

Broward Community College
BROWARD COORDINATING COUNCIL ORGANIZATION
The School Board of Broward County
Curriculum Planning & Evaluation Sub Committees
S.S.B.C.
B.C.C.
Vice President
V.P. for Academic
Steering Committee
B.C.C.
Vice President
Facilitation
S.S.B.C.
Admin. Assist. to Supt.
Coord. Voc. Education
Coordinating Council Standing Committee
S.S.B.C.
Superintendent
Admin. Assist. to Supt.
Director of Voc., Tech. & Adult Ed.
Coordinator Voc. Ed.
Rep. for School Principals
Coordinator of Adult Ed.
Curriculum Specialists
Agri-business
Industrial
Business
Distributive
Home Economics
Health
B.C.C.
President
Vice President
V.P. Academic Affairs
Campus Provosts
North
Central
South
Academic Deans
North
Central
South
Division Chairpersons
Appt. Term. (2)
Business (2)
Public Services (2)
Industrial (2)
Allied Health (2)
P.A.C.
Chairperson
Selected Members (2)
Facilities Planning Committee
Public Advisory Committee
Recreation
Public Info. & Comm.
Health
Social Welfare
Lay Public
Education - Private
- Public
Business - Banking
- Industry
Construction Mgmt.
- Union
- Non-union
Labor
Four Standing Committee
BCC Rep.
SDBC Rep.
COUNCIL 8:30 pm 2nd Wed. MEETINGS
Dates Loc.
Sept. 8 BCC
Oct. 13 SDBC
Nov. 10 BCC
Dec. 8 SDBC
Feb. 9 BCC
Apr. 13 SDBC
June 8 BCC
Recommendations
BCC Pres.
Board of Trustees
SDBC Supt.
Broward County School Board
Approval
STATE OFFICES
Division of Community Colleges
Division of Public Schools
Division of Voc. Education
Commissioner of Education
Facilitator - Dr. Gerard F. Wipple
Approved by Council 9-8-71
Date
81
82

Figure 7.4


Broward Community College
BROWARD COORDINATING COUNCIL
Functions
Planning & Feedback
The School Board of Broward County
Curriculum Planning & Evaluation Sub Committees
1. All curriculum dev.
2. Use system of evaluation and measure effectiveness and efficiency of programs.
3. Update annually a five-year total education plan.
4. Chairperson of sub-committees to be selected from standing committee.
Steering Committee
1. Prepare agenda.
2. Assist Standing Committee to B.C.C. activity requiring council attention.
3. Maintain communication between coordinating councils.
Coordinating Council Standing Committee
1. Meet the total educational needs of the county.
2. Devise a system to determine which agencies will offer what specific courses and programs in relation to labor market demand, level of competency, cost effectiveness and civil rights impact.
3. Identify sources of data and base upon which planning decisions may be made.
4. Maintain articulation agreements.
5. Maintain educational continuum information.
6. Eliminate unwarranted duplication.
7. Recommend priorities.
8. Implement orderly adjustments.
COUNCIL 7:30 pm 2nd Wed. MEETINGS
Dates Loc.
Sept. 3 BCC
Oct. 13 SBBC
Nov. 10 BCC
Dec. 8 SBBC
Feb. 9 BCC
Apr. 13 SBBC
June 8 BCC
Recommendations
BCC Pres.
Board of Trustees
SBBC Supt.
Broward County School Board
Approval
SBBC OFFICES
Division of Community Colleges
Division of Public Schools
Division of Voc. Education
Commissioner of Education
Facilities Planning Committee
Coordinate the total major facilities planning for the district.
Public Advisory Committee
1. Collect and help disseminate educational information, services and activities, concerning all educational institutions (public and private), businesses, industrial and govt. agencies.
2. Assist in assessing the needs and effectiveness of the delivery system and recommend methods of improvement.
83
Facilitator - Dr. Osmond F. Whipple
Approved by Council 9-8-76
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